



1

INTRODUCTION

1.1 Overview

The Coho/Brant Infrastructure Refinement Plan was developed with significant public engagement to provide direction for future public infrastructure improvements in the Coho/Brant neighborhood. The project is founded on four primary objectives:

- Produce an infrastructure refinement plan with preferred design alternatives based upon feedback from active public engagement;
- Engage the public through an iterative design process;
- Identify public infrastructure improvements and associated planning-level cost estimates;
- Present findings in a manner that enables City staff to easily amend existing adopted plans.

The refinement plan is a neighborhood-scale infrastructure plan that addresses the following design components:

Right-of-ways

The refinement plan evaluates existing rights-of-way and their suitability for future street connectivity and utility needs and recommends adjustments to existing and acquisition of new rights-of-way for identified infrastructure improvements.

Street Improvements & Stormwater Management

The refinement plan recommends street improvements, including: bicycle and pedestrian facilities, paving, lighting, landscaping, and stormwater management strategies within the project area.

Parks and Trail Management

The refinement plan addresses parks and trail management within the project area, including: type, placement, management, and connection with other neighborhood recreation venues. Specifically, the plan evaluates the Coastal Gully open space area, part of a larger drainage system, for its impacts on stormwater runoff and the opportunity for joint management with other public agencies.

Highway 101/SW 35th Street Intersection

Highway 101 provides vehicular access to the project area along SW Abalone Street and SW 32nd Street. Improvements to Highway 101, including the future intersection of SW 35th Street, will affect the project area. The refinement plan identifies the alignment, including right-of-way needs, for construction of this intersection in anticipation of future development in 2015-2016.

Tsunami Evaluation Route Enhancements

The City has prepared initial concepts for access improvements to Safe Haven Hill. The refinement plan considers the type of improvements and signage needed to effectively direct persons residing or visiting the project area to the designated tsunami evacuation route.

In order to develop the site with respect to public desires, the refinement plan includes recommended policies and development standards, which vary from existing City standards. In addition, given anticipated future development under consideration, the refinement plan recommends amendment to existing functional plans to reflect updates included herein.

The refinement plan is a tool to be used by the City to obtain needed rights-of-way, update adopted plans, and obtain financing. The plan describes public infrastructure improvements, in both graphic and text, so the City can make necessary updates to facility plans, Capital Improvement Plans, Urban Renewal Plans, and other applicable documents. The plan also includes cost estimates for the improvements in order to empower the City to pursue the best financing options available.

1.2 Planning Process & Public Involvement

The Coho/Brant Infrastructure Refinement Plan was prepared by a consultant Design Team comprised of staff from Cameron McCarthy Landscape Architecture & Planning and KPFF Consulting Engineers. The project was guided and shaped by technical advice from a stakeholder committee, including those representing: the City of Newport, the Port of Newport, the Hatfield Marine Science Center (HMSC), the Oregon Department of Transportation (ODOT), Oregon Marine Science Institute (OMSI), South Beach State Park, Lincoln County, neighborhood business owners, neighborhood property owners, and neighborhood residents. The project was initiated in March 2011 with final scoping, research, and review of background materials. The public involvement process included a series of stakeholder design charrettes and public workshops, followed by an open house to present a draft of the plan, and a presentation to the Newport City Council and Urban Renewal Agency, as described below.

On April 11, the Design Team conducted a site tour of the project area and held an initial meeting with the stakeholder committee. In the evening, the Design Team facilitated a public workshop to gather information and identify opportunities and constraints within the project area. Approximately 20 stakeholders, neighbors, and members of the general public attended the workshop. The workshop resulted in an Opportunities & Constraints Analysis summary, included as Appendix A, and discussed in Section 2.7, and an Initial Circulation Concept, discussed in Section 3.1.

On April 25, the Design Team presented the Opportunities & Constraints Analysis and Initial Circulation Concept to the stakeholder committee and conducted a design charrette focused on the development of alternatives for circulation improvements, parks and trail improvements, Highway 101/SW 35th Street intersection improvements, tsunami evaluation route improvements, and other utility improvements. In the evening, the Design Team facilitated a public workshop to present the initial information, present the alternatives generated during the design charrette, and to solicit input and feedback. Approximately 20 stakeholders, neighbors, and members of the general public attended the workshop.

On May 16, the Design Team presented conceptual design alternatives to the stakeholder committee and conducted a design charrette aimed at selecting preferred alternatives from the range of options. In the evening the Design Team facilitated a public workshop to present the conceptual design alternatives. Attendees completed a preferences survey to aide the Design Team in the selection of preferred alternatives for the various improvements. Approximately 35 stakeholders, neighbors, and members of the general public attended the workshop or participated by completing the survey.

On June 12, the Design Team conducted a walk-through open house to present the draft plan and provide a final opportunity for public input and feedback on the proposed improvements and recommendations. On June 18, the Design Team presented the draft plan to the Newport City Council and Urban Renewal Agency. In response to input received at the public open house, City Council/Urban Renewal Agency presentation, and comments from City staff, the Design Team will prepare a final plan for formal adoption by the City and Urban Renewal Agency.

1.3 Relationship to Other Plans

The Coho/Brant Infrastructure Refinement Plan fits within a framework of guiding and regulatory documents that manage and shape future development and redevelopment within Newport. These documents include, but are not limited to, adopted comprehensive, neighborhood, functional, and urban renewal plans, as well as zoning and subdivision ordinances. As the plan primarily addresses infrastructure needs, it refines previous work conducted as part of other planning studies. This section details the relationship between the refinement plan and existing documents.

Comprehensive Plan

Adopted by Ordinance No. 1621, the [City of Newport Comprehensive Plan](#) is designed to guide development of land within the city limits and to coordinate with Lincoln County the development of lands outside the city limits but within the urban growth boundary (UGB). The plan establishes goals, policies, and means for future growth in Newport. Land use designations within the project area include high density residential, commercial, industrial, and public. Appendix C of the Comprehensive Plan is the [Employment Lands & Conceptual Land Use Planning Project](#), which generated the revised [South Beach Neighborhood Plan](#), discussed below.

Zoning Ordinance

The City's zoning ordinance is contained in Title XIV of the [Newport Municipal Code](#). The 1982 [City of Newport Zoning Ordinance](#) implements the Comprehensive Plan and contains standards and conditions that regulate land use and development within the project area. Volume 2, Chapter 2, Section 1 of the zoning ordinance separates the City into five basic zoning districts (residential, commercial, industrial, water-related, and public) and 15 use districts. The project area contains land within the following use districts: R-4 High Density Multi-Family Residential, C-1 Retail and Service Commercial, C-2 Tourist Commercial, I-3 Heavy Industrial, W-2 Water Related, P-1 Public Structures, and P-2 Public Parks. Volume 2, Chapter 3 of the zoning ordinance contains general regulations and standards addressing height limitations, yards and setbacks, lot sizes, density requirements, and parking, loading, and access requirements.

Subdivision Ordinance

The City's land division ordinance is contained in Title XIII of the [Newport Municipal Code](#). Of particular relevance to this plan, Chapter 13.05 Subdivision and Partition contains requirements applicable to streets, blocks easements, lots and parcels, public improvements, underground utilities and service facilities, street lights, and street signs.

South Beach Neighborhood Plan

Adopted by Ordinance No. 1899, the [South Beach Neighborhood Plan](#) provides direction for the future growth of the South Beach Area. The plan "changes the existing Comprehensive Plan Map's industrial focus away from South Beach and provides for future growth for the South Beach area in residential, commercial, and institutional development that is more consistent with the pattern of land use that already exists in the South Beach neighborhood."¹ The plan contains amendments to public facility and transportation plans, as well as recommendations for additional stormwater regulations and design standards for industrial and commercial

¹ Employment Lands & Conceptual Land Use Planning Project: South Beach Neighborhood Plan. The Benkendorf Associates Corp. March 2006 Revised.

development, which provide the basis for the infrastructure refinement plan. The entire project area is within the boundaries of the South Beach Neighborhood Plan.

South Beach Urban Renewal Plan

Adopted in 1983, the South Beach Urban Renewal Plan facilitates development and redevelopment in the South Beach area. The plan has been amended eight times since its adoption. Amendments V, VII, and VIII have particular relevance to the Coho/Brant project area, as discussed below.

Amendment V was intended to reduce or eliminate the blighted conditions in the district and extend the effectiveness period of the plan from 2010 to 2020. Blighted conditions include: sub-standard street improvements, rights of way, traffic signalization, and management; incomplete pedestrian/bicycle circulation systems and Tsunami Evacuation Routes; inadequate water storage capacity and distribution line; undersized or absent sanitary sewer collection service lines; incomplete winter stormwater management systems; and inadequate neighborhood recreation facilities and open space.

Amendment VII identified the acquisition of a natural coastal gully and foredune area adjacent to South Beach State Park as a specific Neighborhood Park/Open Space Site acquisition project. Amendment VIII includes funds for tsunami evacuation route improvements and identifies approximately 6.5 acres of high ground at south base of the Yaquina Bridge ("Safe Haven Hill") as an evacuation for destination for portions of South Beach.

Transportation System Plan

The City of Newport and ODOT have been working on an update of the Newport Transportation System Plan (TSP) to address future issues in the South Beach area because significant economic development is anticipated and the transportation system has substantial limitations. The street improvements called for in the South Beach Urban Renewal Plan are critical new components



Yaquina Bay



Banners along SE Marine Science Drive

INTRODUCTION

of the transportation system, however the capacity of the Yaquina Bay Bridge is expected to be a major constraint in the operation of the transportation system. In order to address these issues, ODOT and the City are considering alternate mobility standards for US-101 between the Yaquina Bay Bridge and South 62nd Street as part of the overall TSP update.

The City of Newport and ODOT, in partnership, have developed a management plan to balance new land use growth and economic development with future transportation system capacity and improvements. The Coho/Brant area is identified as “South Beach Future Transportation Analysis Zone F” The plan amends the TSP roadway projects and bicycle and pedestrian projects and proposes a “South Beach Overlay Zone” intended to support and promote future development in developable lands between Yaquina Bay Bridge and 62nd Street. Specific projects identified in the draft TSP update within the Coho/Brant project area are detailed in the assumptions section.

South Beach Peninsula Transportation Refinement Plan

Located directly to the east of the Coho/Brant project area, the South Beach Peninsula contains several of Newport’s most important institutional, commerce, and recreational facilities, including the Hatfield Marine Science Center, the Oregon Coast Aquarium, the South Beach Marina, the Rouge Brewery, and the National Oceanic and Atmospheric Administration (NOAA) Marine Operations Center-Pacific. Completed in 2010, the South Beach Peninsula Transportation Refinement Plan was initiated in response to the relocation of it’s fleet of research vessels from Seattle to the northern end of the South Beach Peninsula. The plan includes circulation, streetscape, parking, and wayfinding concepts, as well as planning-level cost estimates for a range of public improvements proposed in the South Beach Peninsula area to address substandard conditions. Many of the improvements identified in the plan for SE Marine Science Drive and SE Pacific Way have been completed. In addition, the plan identifies specific improvements within the Coho/Brant project area, which are considered as part of this plan.

Bicycle and Pedestrian Plan

Completed in July 2008, the Newport Bicycle and Pedestrian Plan updated the bicycle and pedestrian element of the 1997 Newport Transportation System Plan. The plan includes a comprehensive list of projects and strategies for improvements to the bicycling and walking environment in Newport. The plan identifies proposed pedestrian and bicycle projects within and adjacent to the Coho/Brant project area and includes planning-level cost estimates for those projects. Specific projects applicable to this plan are detailed in the assumptions section.

Housing Needs and Buildable Lands Study

Completed in 2011, the Newport Housing Needs and Buildable Lands Study updates the housing element of the comprehensive plan and includes comprehensive plan policies and implementation measures. Of particular relevance to this plan, Implementation Measure 4.2 recommends targeted amendments to the zoning ordinance to allow narrow streets, among other revisions. In addition, revised Policy 6 states the “City of Newport shall coordinate planning for housing with provision of infrastructure. The Community Development Department shall coordinate with other City departments and state agencies to ensure the provision of adequate and cost-effective infrastructure to support housing development.”

South Beach Tsunami Safe Haven Concept Plan

The City has been working on access improvements to Safe Haven Hill, within the Coho/Brant project area. In 2011, consultants SERA Architects and Greenworks prepared a concept plan and planning-level cost estimate for improvements to Safe Haven Hill that is the basis for refinement as part of this plan.

South Beach State Park Master Plan

South Beach State Park forms the western boundary of the Coho/Brant project area. The park extends for approximately one mile along the coast from south jetty and encompasses 508 acres. The 2003 [South Beach State Park Master Plan](#) guides future development and management of South Beach State Park. Several existing and proposed trails within South Beach State Park intersect with the Coho/Brant project area at various locations. In addition, existing and proposed amenities, including group camp sites, tent camp sites, and day use parking areas are located in close proximity to the Coho/Brant project area.

Public Infrastructure Systems Development Charge Methodology

The 2007 Public Infrastructure Systems Development Charge Methodology update report includes project descriptions and methodologies for the various infrastructure components identified in the planning documents described above. This document was used as additional guidance and documentation of planned transportation, water, wastewater, and stormwater projects. As Newport does not have a current Parks System Master Plan, this document was used as a resource for specific parks improvement projects planned to occur within the Coho/Brant project area.

Other Infrastructure Plans

The 1995 update of the [Newport Wastewater Facilities Plan](#) “evaluates alternatives for effluent discharge points, treatment plant sites, treatment processes, and conveyance pipelines for new wastewater facilities in the South Beach Area of Newport.” The 2004 [South Beach Storm Water Master Plan](#) guides management and upgrades of the City’s storm drain system in the South Beach area. The 2008 [Water System Master Plan](#) guides management, operation, and improvements to the municipal water system. Existing and proposed infrastructure facilities identified in the aforementioned plans, and the South Beach Neighborhood Plan, establish the basis for further study and refinement under this plan.

1.4 Project Assumptions

Many of the plans discussed in Section 1.3 include planned infrastructure improvements within the Coho/Brant project area. The planning process included study and evaluation of these projects and how they contribute or conflict with improvements considered by the plan. In some cases projects were carried forward as assumed future infrastructure improvements. In other cases, the planning process resulted in recommendations for modification or removal of specific projects and updates to associated facilities plans as needed. Following is a description of relevant projects organized by plan.

Draft TSP Projects

- [TSP Project No. 2a. US 101 at 32nd Street](#). Remove traffic signal from intersection of US 101 and SE 32nd Street. Convert intersection of US 101 and 32nd Street to right in and right out. Construct multi-use path on west side, bike lane and sidewalk on east side of US 101.

INTRODUCTION

- TSP Project No. 2b. US 101 at 35th Street. Widen intersection to accommodate additional lane channelization and signalize. Acquire right-of-way as needed. Construct multi-use path on north side of 35th, sidewalk on south side.
- TSP Project No. 9. SW Abalone Street Extension – from SW 26th Street to SW 35th Street connecting with US 101. Construct new 2-lane roadway, with multi-use path on the west side and sidewalk along the east side. Acquire right-of-way as needed.
- TSP Project No. 13. US 101 from Yaquina Bay Bridge to SE 32nd Street. Widen highway south of Pacific Way and construct multi-use path on west side and sidewalk on the east side. Access management. Acquire right-of-way as needed. Westbound access to US 101 to be restricted to emergency vehicles and transit.

Bicycle and Pedestrian Plan Projects

- SW Abalone Street, SE OSU Drive to US 101. Construct sidewalks on west side of street.
- SW Brant Street, SW Abalone Street to end of street. Construct sidewalks on west side of street.
- SW 35th Street, SE Ferry Slip Road to end of street. Construct sidewalks on one side of street.
- US 101, SW Abalone Street to SE 32nd Street. Construct sidewalk on west side of road.
- US 101, Yaquina Bay Bridge to South Beach State Park Access. Stripe bicycle lanes on both sides of street.
- South Beach State Park, US 101. Implement Level 1 and 2 bicycle boulevard applications (signage, pavement markings).
- South Jetty Trail, SW 26th Street to south jetty. Construct a shared-use path out along the south jetty.
- Development of SW Coho Street, South Jetty Road to SW 30th Street. Provide pedestrian access on unimproved road.

South Beach Urban Renewal Plan

- Public rights-of-way, streets. Coho/Brant Area – Construct.
- Public rights-of-way, streets. SE 35th & Ferry Slip Road.
- Public rights-of-way, sidewalks. OSU Dr. (Abalone to Ferry Slip)
- Public amenities, neighborhood park/open space site. Acquisition, including the 2.5-acre coastal gully and foredune site adjacent to South Beach State Park.
- Special project ideas. South Jetty Trail.

Public Infrastructure SDC Methodology – Parks

- Parks Project No. 8 - Coho Street Park Acquisition. Purchase and complete preliminary master planning for a park in the Coho Street area.
- Parks Project No. 12 - Coho Street Park Development. Provisions to improve the park property acquired in No. 8 above.